

National Park Service
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National Mall and Memorial Parks
Washington, D.C.



Pennsylvania Avenue National Historic Site Management Plan

April 2014

To address planning needs for Pennsylvania Avenue National Historic Site (NHS), the National Mall and Memorial Parks (NAMA) had previously undertaken the preparation of an environmental assessment, which considered a range of alternatives for managing the NHS and their environmental impacts. In spring 2014 the National Park Service (NPS) determined that NAMA did not need to complete the environmental assessment because only management issues were being addressed and therefore the plan was not a major federal action. As a result, NAMA has prepared this *Management Plan* for Pennsylvania Avenue NHS, which is based on the "Draft Environmental Assessment." This *Management Plan* document includes an introduction, a summary of planning, the context for the management plan (including the relationship of the NPS plan with the 1974 *Pennsylvania Avenue Plan* prepared by the Pennsylvania Avenue Development Corporation, and the site's purpose and significance), as well as the specific management actions. Background information about the *Pennsylvania Avenue NHS Management Plan* is provided at <http://www.nps.gov/nationalmallplan/PennAve.html>.

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ACRONYMS AND ABBREVIATIONS

AOC	Architect of the Capitol
ASLA	American Society of Landscape Architects
BID	DowntownDC Business Improvement District
CFA	U.S. Commission of Fine Arts
CUE	Center for Urban Ecology (NPS)
CFR	Code of Federal Regulations
CLF	Cultural Landscape Foundation
DCOP	D.C. Office of Planning
DDOT	DC Department of Transportation
GSA	U.S. General Services Administration
HSEMA	Homeland Security and Emergency Management Agency (District of Columbia)
LEED	Leadership in Energy and Environmental Design
MOA	Memorandum of Agreement
NAMA	National Mall and Memorial Parks
NCPC	National Capital Planning Commission
NHPA	National Historic Preservation Act
NEPA	National Environmental Policy Act
NRHP	National Register of Historic Places
NPS	National Park Service
PADC	Pennsylvania Avenue Development Corporation
PIC	Presidential Inaugural Committee
PL	Public Law
PMIS	Project Management Information System (NPS)
SAMS	Safety and Maintenance Support (DowntownDC Business Improvement District)
SCS	Soil Conservation Service
USC	United States Code
USPP	United States Park Police
WMATA	Washington Metropolitan Area Transit Authority

INTRODUCTION

Pennsylvania Avenue National Historic Site (NHS) extends from the U.S. Capitol grounds to the east side of the White House and President's Park. Managed by the National Park Service (NPS) as part of the national park system, the NHS is composed of separate park areas, plazas, sidewalks, special lighting, trees, sculpture, and memorials adjacent to the avenue. The roadway itself is managed by the District of Columbia (DC). The largest park areas are John Marshall Park, the United States Navy Memorial, Freedom Plaza, and Pershing Park. Spectacular views are available of the U.S. Capitol at the southeast end of Pennsylvania Avenue, along a view corridor that dates back to the 1791 plan by Pierre L'Enfant for Washington, D.C.

Pennsylvania Avenue is America's "Main Street." In 1791 Pierre L'Enfant conceived of a grand ceremonial avenue physically connecting the legislative and executive branches of our government — the United States Capitol and the President's House. For more than 200 years Pennsylvania Avenue has been a national stage for historic events as citizens have marched, paraded, promenaded, and protested their way up and down the avenue. This is the place where the nation comes together to celebrate the inauguration of a new president, to march in protest, or to commemorate the passing of an American hero.

Pennsylvania Avenue NHS was created on September 30, 1965, by the Secretary of the Interior's Order of Designation. In 1972 Congress created the Pennsylvania Avenue Development Corporation (PADC) to develop and implement a plan for Pennsylvania Avenue and the adjacent area. Two years later PADC issued the *Pennsylvania Avenue Plan*, which presented goals and objectives for the development, management, and use of this area. By 1996 much of the work that had been proposed by PADC had been accomplished, and Congress transferred its responsibilities to NPS, the U.S. General Services Administration (GSA), and the National Capital Planning Commission (NCPC).

When Pennsylvania Avenue was transferred to NPS in 1996, it became a unit of the national



Pennsylvania Avenue from the top of the Old Post Office tower.

park system, with management by the National Mall and Memorial Parks (NAMA), within the NPS National Capital Region. The NHS is governed by laws, regulations, and authorities that are applicable to all national parks and to NPS as a federal agency.

This management plan establishes a vision for the protection, use, and management of Pennsylvania Avenue NHS as a unit of the national park system. It addresses current problems and concerns about the management and maintenance of the NHS and its integrated relationship to the city; seeks to take advantage of opportunities to improve amenities for visitors, residents, workers, and commuters; and articulate specific desired conditions and future management actions that will ensure that the site's purposes continue to be met and its significance preserved and communicated to the public.

This plan has been developed in cooperation with GSA and NCPC. Fundamental to the success of this NPS plan is additional collaborative planning led by NCPC to look at the broader area that was the focus of the 1974 *Pennsylvania Avenue Plan*.

SUMMARY OF PLANNING

PLANNING DURING THE NATIONAL MALL PLAN (2006–8)

Planning for Pennsylvania Avenue NHS was originally part of the National Mall planning effort, but because of the different nature of resources and uses, in 2008 it was decided to treat Pennsylvania Avenue as a separate project. The scoping process from 2006 until 2008 that applies to Pennsylvania Avenue is described below. (The *National Mall Plan* was completed in 2010 and implementation began in 2011.)

Three newsletters were issued for the National Mall / Pennsylvania Avenue planning effort, and public comments were solicited about both areas. The first newsletter was released in the fall of 2006, and it announced the beginning of a public scoping period for the combined planning effort. Fifteen open-ended questions were posted on the NPS planning website (www.nps.gov/nationalmallplan); eight questions related to the National Mall and seven to Pennsylvania Avenue. Approximately 5,000 comments were received between November 1, 2006, and March 16, 2007, and about 80% of the comments were a form letter. About 1,000 substantive comments were received, and less than 1% of public scoping comments addressed Pennsylvania Avenue.

Comments on the first newsletter were analyzed and compiled into a *Public Scoping Comments Report* in 2007. Public scoping comments were also summarized in newsletter 2, which was released in the summer of 2007. Comments about Pennsylvania Avenue related to services, design, public access, and general awareness. It was noted that generally the Pennsylvania Avenue area does not feel like a park, and many visitors as well as residents are probably not aware of what it represents. The design of Pershing Park was mentioned as an area that makes some people feel unsafe because it is enclosed. Comments about services reflected a desire for restrooms, informational and educational exhibits at various points along the avenue, and maintenance to replace or repair broken trash cans and drinking fountains. Commenters said the NHS needs to be unified through design and purpose,

and its history should be retained and enhanced. They stated that planning cannot be isolated from surrounding land use and transportation issues. Visitors want to see this place as part of the city, with clean, conveniently located, comfortable, and appropriately sized facilities.

The third newsletter in the fall of 2007 presented three preliminary alternatives for the National Mall and Pennsylvania Avenue. The public was asked to comment about the alternatives, specifically what ideas they felt should be brought forward into a preferred alternative. The public comment period extended from December 15, 2007, to February 17, 2008.

In April 2008 a public comments report for newsletter 3 was released, and it summarized comments related to the National Mall as well as Pennsylvania Avenue. The comments for Pennsylvania Avenue largely reinforced the feedback given during the public scoping period in 2006–7. However, several commenters stated that planning for the National Mall and Pennsylvania Avenue should be independent efforts because of their different resources and uses.

During planning NPS consulted extensively with NCPC and GSA. In addition, the following agencies, organizations, and businesses were consulted about planning for Pennsylvania Avenue:

International Entities

Embassy of Canada

U.S. Federal Agencies

Commission of Fine Arts

Department of the Interior, Office of the Solicitor

National Archives and Records Service

National Gallery of Art

U.S. Navy Memorial

District of Columbia

Office of Planning

Businesses and Organizations

DowntownDC Business Improvement District
Newseum

Penn Quarter Neighborhood Association

Businesses along Pennsylvania Avenue

PLANNING FOR PENNSYLVANIA AVENUE NHS (2011–14)

NPS and other agencies revisited the alternatives that had been identified for Pennsylvania Avenue NHS, including the preferred alternative, in 2011 and 2012. The number of alternatives was reduced and simplified to better address Pennsylvania Avenue needs. In 2013 NPS funded a cultural landscape inventory to assess the PADC streetscape elements.

In the spring of 2013 NPS asked GSA, NCPC and the DowntownDC BID to sponsor meetings for stakeholders and the public, including compliance with section 106 of the National Historic Preservation Act (NHPA). Four meetings were held, and NPS met separately again with the National Gallery of Art (NGA), the National Archives and Records Administration (NARA), and the DC Historic Preservation Office. Former PADC staff members and the bicycle community participated in public meetings to share comments and concerns. About a dozen comment letters were forwarded to NPS. Former PADC staff shared their experiences and stated that the avenue was always expected to evolve, and they were concerned about a perception that NPS was abdicating its responsibility. One former staff member wanted NPS to call for a new small federal corporation to

manage the avenue. Other participants wanted to make sure that all elements, including the walks and parks, would be managed as a single resource. Bicycle riders were concerned about safety and also supported a holistic view of the avenue.

As a result of these public meetings, the alternatives, including the preferred alternative, were revised substantially to clarify issues and to incorporate the ideas presented.

Ongoing meetings between the signatories of the 1996 MOA (NPS, NCPC and GSA) clarified the need for dual but compatible collaborative planning efforts — (1) NPS planning for the NHS, and (2) additional planning to address the broader area that was the focus of the 1974 PADC *Pennsylvania Avenue Plan*. During these meetings a collaborative strategy to accomplish this planning was developed using planning that NPS prepared for the NHS, which supported additional collaborative planning for the larger area to be led by NCPC.

During meetings at the National Capital Regional Office in March 2014, NPS determined that NAMA did not need to proceed with preparing an environmental assessment for the Pennsylvania Avenue NHS management plan because it only addressed management issues and was not a major federal action.

CONTEXT FOR THE 2014 NPS PLAN

THE 1974 PENNSYLVANIA AVENUE PLAN

The Pennsylvania Avenue Development Corporation

In 1972 Congress created the PADC to develop and execute a plan for the area adjacent to Pennsylvania Avenue between the Capitol and the White House, most of which is included in Pennsylvania Avenue NHS. Congress declared that it is in the national interest that this area “be developed, maintained, and used in a manner suitable to its ceremonial, physical, and historic relationship to the legislative and executive branches of the federal government and to the governmental buildings, monuments, memorials, and parks in or adjacent to the area” (40 USC 871 (1996)).

1974 PADC Pennsylvania Avenue Plan

PADC released the *Pennsylvania Avenue Plan* in 1974 to establish a framework for redevelopment of the avenue and adjacent areas as a vital part of Washington, a ceremonial way between the White House and the U.S. Capitol, and a link between the governmental city and the private city. Public spaces were to be completely relandscaped to establish Pennsylvania Avenue’s “identity as the main street of the nation.” Unified paving, plant materials, and light fixtures on the broad tree-lined esplanades would invite pedestrians and provide a natural setting for shops, restaurants, and especially sidewalk cafés.

The 1974 PADC *Pennsylvania Avenue Plan* listed the following 12 objectives:

- Reinforce Pennsylvania Avenue’s role as the physical and symbolic link between the White House and the U.S. Capitol.
- Make Pennsylvania Avenue function as a bridge, not a barrier, between the federal core to the south and the city’s downtown area to the north.
- Transform the avenue into an attractive and pleasant place for residents and visitors alike. The physical setting must accommo-

date the varied needs of all the people who use it — offering comfortable places to stroll, rest, sit and talk, eat and shop.

- Provide a mixture of commercial and cultural activities along the avenue that will attract a wide variety of people and stimulate street life.
- Bring people back to live along the avenue to keep the area alive after the workday and to support a greater variety of commercial activities.
- Ensure that new buildings complement and enhance the existing urban fabric while introducing the best contemporary architecture and planning to underutilized land.
- Maintain a sense of historic continuity and evolution by preserving buildings representative of different eras and styles.
- Bring new economic life — jobs, shopping, and business opportunities — to the avenue, while reinforcing existing activity both on the avenue and in the adjacent downtown area.
- Reduce hardships to existing businesses by staging development carefully; make every effort to ensure that existing businesses have an opportunity to participate in redevelopment along the avenue.
- Ensure opportunities for minority businesses and workers.
- Enhance the city’s tax base.
- Implement an overall development program in a timely fashion consistent with market demand.

These objectives were generally achieved by 1996 when the PADC was dissolved by Congress, but some may not apply to the next generation of development that is beginning to take place along Pennsylvania Avenue. NPS has limited ability to achieve these objectives by itself.

Dissolution of PADC and Transfer of Rights and Authorities to Other Agencies

By 1996 the redevelopment plan for Pennsylvania Avenue had been largely implemented, and PADC was disbanded by Congress. PADC's rights, properties, and authorities were reassigned to the U.S. General Services Administration (GSA), the National Capital Planning Commission (NCPC), and NPS.

- NPS was assigned right, title, and interest to property related to Pennsylvania Avenue NHS, including parks, plazas, sidewalks, special lighting, trees, sculpture, and memorials. NPS responsibilities would include management, administration, maintenance, law enforcement, visitor services, resource protection, interpretation, and historic preservation. NPS could transact with other agencies or DC to conduct special events, festivals, concerts, or other art and cultural programs. It could also establish a nonprofit foundation to solicit amounts for those activities.
- GSA was to address leases, covenants, agreements, and easement, and property not transferred to NPS. Its responsibilities would include collection of revenue from leases or sales; repayment of the Treasury; disposition of real estate; payments of defined benefits, and managing assets and liabilities. GSA could acquire land, improvements, and property; modify the plan; maintain insurance programs; request closure of alleys for plan completion; and use all funds transferred to complete development projects.
- NCPC was responsible for ensuring that development was carried out in accordance with the 1974 *Pennsylvania Avenue Plan*.

In addition to these transfers, Congress stipulated that jurisdiction of Pennsylvania Avenue and all other roadways from curb to curb was to remain with DC.

1996 "Memorandum of Agreement"

In 1996 GSA, NPS, and NCPC signed a "Memorandum of Agreement" (MOA) to ensure that

future development and redevelopment of the Pennsylvania Avenue area would comply with the 1974 *Pennsylvania Avenue Plan*, which would continue in effect. The MOA does not specify how management within the NHS should function among the three agencies. It also does not acknowledge the role of the DC Department of Transportation in the management of the roadway.

As NPS has met with GSA and NCPC related to this planning effort, it became clear that the MOA needs to be updated, an action proposed in this plan.

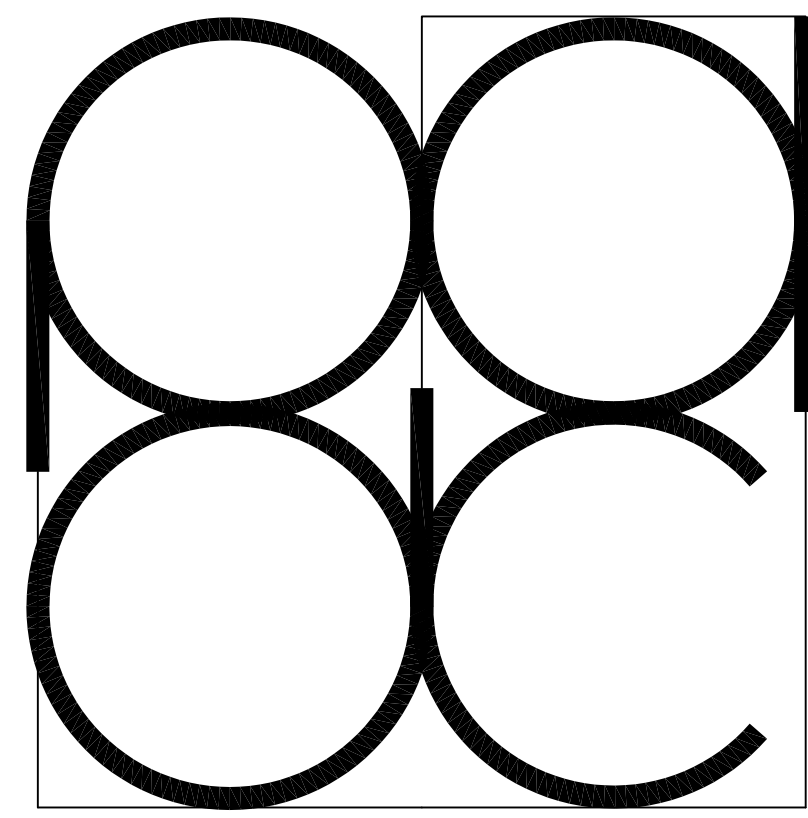
Relationship between the 1974 Pennsylvania Avenue Plan and this NPS Management Plan

Changes have occurred over the 40 years since the 1974 PADC *Pennsylvania Avenue Plan* was adopted. In cooperation with GSA and NCPC, this NPS plan presents a process so that problems can be addressed collaboratively and the avenue's special streetscape is unified and maintained.

This management plan seeks to merge current planning visions with existing PADC objectives, and to identify ways to activate the avenue through commercial activities, public use, and a variety of specific events programming.

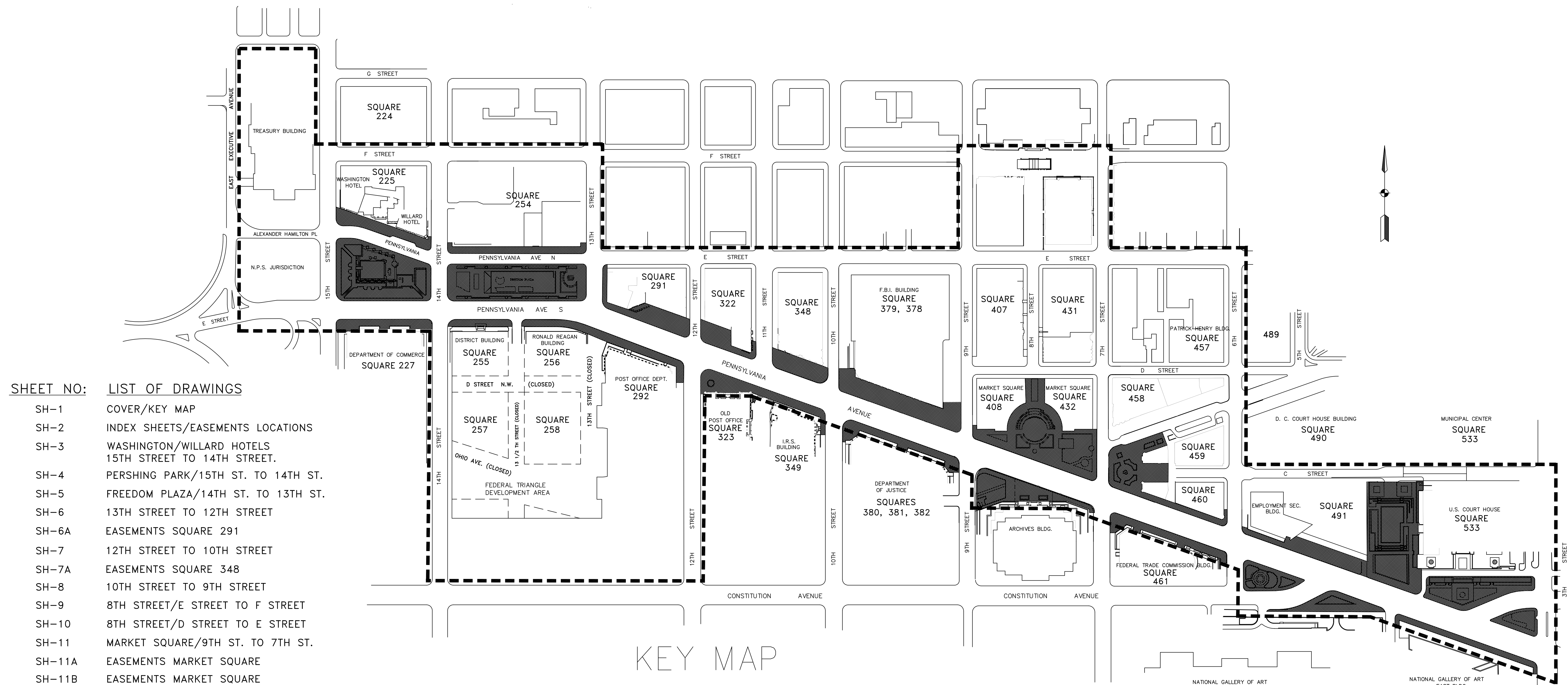
At the same time there is a need to look at management for the larger area that was considered in the 1974 PADC plan. This NPS management plan for the NHS recognizes that collaborative planning is needed for the larger PADC area, and all MOA parties agree that this will be led by NCPC and that other parties will be invited to participate.

Certain actions in the NHS or the larger planning area may require congressional authorization or revision of federal or park regulations. This could include, among other things, the potential to amend, update, or replace the PADC *Pennsylvania Avenue Plan* and/or the MOA to ensure more efficient and collaborative management.



PENNSYLVANIA AVENUE DEVELOPMENT CORPORATION
PUBLIC IMPROVEMENTS PROGRAM
PENNSYLVANIA AVENUE
NATIONAL HISTORIC PARK
MAP NO. 840-82441A

JURISDICTIONAL MAINTENANCE BOUNDARIES
AND EASEMENTS



SHEET NO:	LIST OF DRAWINGS
SH-1	COVER/KEY MAP
SH-2	INDEX SHEETS/EASEMENTS LOCATIONS
SH-3	WASHINGTON/WILLARD HOTELS 15TH STREET TO 14TH STREET.
SH-4	PERSHING PARK/15TH ST. TO 14TH ST.
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SH-11B	EASEMENTS MARKET SQUARE
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SH-13	INDIANA PLAZA/7TH ST. TO 6TH ST.
SH-13A	EASEMENTS INDIANA PLAZA
SH-14	7TH STREET TO 6TH STREET
SH-15	6TH STREET TO 4TH STREET
SH-16	MEADE PLAZA/4RD STREET TO 3TH STREET
SH-17	JOHN MARSHALL PARK
SH-17A	EASEMENTS JOHN MARSHALL PARK
SH-18	FEDERAL TRIANGLE PARCEL (DISTRICT BLDG.)
SH-19	FEDERAL TRIANGLE PARCEL

PREPARED BY:
TAMS CONSULTANTS INC.
GENERAL CIVIL ENGINEERING CONSULTANT

ACCOMPANYING THIS SET OF DRAWINGS A SEPARATE VOLUME CONTAINING THE DEEDS OF EASEMENTS SHOWN ON THESE DRAWINGS HAS BEEN PREPARED WHICH SHOULD BE USED TO DETERMINE LEGAL BOUNDARIES

NOTE:
THESE SHEETS ARE TO BE USED FOR DETERMINING JURISDICTIONAL MAINTENANCE BOUNDARIES ONLY THESE SHEETS MUST NOT BE USED FOR DESIGN AND/OR CONSTRUCTION

DRAWING INFORMATION

DRAWN BY:	M. ZUGRAV	DATE	02 26 1996
CHECKED BY:	F. ALSAMARAI	DATE	
APPROVED BY:	I. BRICKNELL	DATE	
FOR PADC:			
ACCEPTED			
REVISED:	RICHARD SITEK		

PURPOSE, SIGNIFICANCE, AND FUNDAMENTAL RESOURCES

The purpose and significance of Pennsylvania Avenue NHS, along with its fundamental resources and values, and primary public interpretive themes, are presented below. When NPS began planning for the National Mall in 2006, a foundation workshop was held to discuss core functions of NAMA, which manages Pennsylvania Avenue NHS. Portions of that workshop related to Pennsylvania Avenue are reprinted here and have been modified slightly.

Purpose

NPS purposes for Pennsylvania Avenue NHS are to

- Manage according to the goals and objectives of the 1974 *Pennsylvania Avenue Plan* and the 1996 MOA.
- Develop, maintain, and use the ceremonial avenue in a manner compatible with the L'Enfant Plan purpose to visually, symbolically, and physically connect the legislative and executive branches of government.
- Maintain commemorative works and their settings, and provide future commemorative sites for nationally significant people or events.
- Provide venues to view Inaugural Parades and to accommodate related activities.
- "Washington, D.C. is more than the seat of government and residence of nearly one million citizens. It is a second home to every American, and the symbol of this nation to the world." (Source: House *Congressional Record* October 14, 1972, p. 36439 related to 1972 Pennsylvania Avenue Development Corporation Act, Public Law 92-578.)

Significance

Pennsylvania Avenue NHS is significant because

- Pennsylvania Avenue provides a national ceremonial avenue designed to physically connect the legislative and executive branches of government. Integral to Pierre

L'Enfant's plan for Washington, D.C., Pennsylvania Avenue offers vistas of the United States Capitol, and it is the address for the White House, which is just to the west of the NHS.

- Pennsylvania Avenue NHS is the centerpiece of a national historic district — the Pennsylvania Avenue NHS Historic District. As America's "Main Street," Pennsylvania Avenue is nationally and internationally recognized as the location for Inaugural Parades, state funerals, First Amendment marches, and national celebrations. It is home to national monuments, memorials, historic sites, and parks. Space is available for commemorating nationally significant people and events in the future.
- Street names in Washington, D.C., recall the importance of the 13 original colonies. The name for Pennsylvania Avenue underscores the importance of the Commonwealth of Pennsylvania to the creation of our nation, as the location where the Continental Congress met and where the Declaration of Independence was written.

Fundamental Resources

- Franklin D. Roosevelt Memorial Stone
- Freedom Plaza — paving illustrates the L'Enfant Plan, along with numerous quotations related to planning for Washington, D.C.
- Grand Army of the Republic Memorial
- General Winfield Scott Hancock statue
- John Marshall Park / John Marshall statue
- General George C. Meade statue
- Mellon Fountain
- United States Navy Memorial / Naval Heritage Center
- Pershing Square / John J. Pershing statue / World War I
- Casimir Pulaski statue
- Temperance Fountain
- Bex eagle sculpture

Fundamental Values

- Part of the metropolitan circulation system.
- A venue for pomp and ceremony — Inaugural Parades (representing the peaceful transfer of executive power), other parades, First Amendment marches, military functions, and space to honor or recognize patriotism, service, and sacrifice.
- Citizenship activities, visitor enjoyment, educational and recreational activities, as defined by the Constitution, laws, regulations, and judicial rulings.
- Symbolic connection between the White House and Congress, representing the separation and balance of power.
- Unifying architectural character of the Federal Triangle “Beaux Arts” style for federal buildings, as proposed by the McMillan Plan (this includes the monumental scale of buildings such as the National Archives, Department of Justice, Department of Commerce, and Federal Trade Commission; along with building materials and stone color).
- Redevelopment of the avenue by the PADC (1972–96), which prepared a plan with coordinated design and street furniture to unify and foster development, preserve historic buildings, respect the scale of landmarks, provide sign and illumination standards, and include fine arts amenities:
 - spaces for passive recreation, such as Pershing and John Marshall parks
 - sites for demonstrations and public gatherings, such as Freedom Plaza
 - sense of place created through vistas, particularly of the U.S. Capitol

Primary Interpretive Themes

- L’Enfant and McMillan Plans for the city and related vistas
- Historic preservation — Efforts to save Pennsylvania Avenue played a critical role at the beginning of the national historic preservation movement.

- Values or stories represented by commemorative works or sites
- Ceremonial importance
- First Amendment and democracy — Coxey’s Army marched on Pennsylvania Avenue in 1894 to emphasize the plight of unemployed Ohio workers, the first protest group to march on Washington; protests and demonstrations for causes such as women’s suffrage, voting rights, war protests, and desegregation followed over the next century.
- The Federal Triangle resulting from the McMillan Plan is a concentration of primarily federal agency buildings, many constructed in the Beaux-Arts style in the 1920s.

Other Important Resources

- Old Post Office (tower tours provided by NPS in accordance with PL 98-1 (Feb. 15, 1983) and a recent agreement with GSA:
 - Bells of Congress, a gift from England to mark the nation’s Bicentennial
 - views of the city from the tower
 - key structure in the historic preservation movement
 - U.S. Postal Service history
- International trade, commerce, and diplomacy — represented by the Ronald W. Reagan Building and International Trade Center, the Commerce Building, the Federal Trade Commission, and the Canadian Embassy
- Surrounding private facilities that provide cultural or historic context (e.g., the National Theatre); relationship with hotels that have been important to statesmen and leaders (e.g., the Willard Hotel, where the term lobbyist was coined)
- District of Columbia Building (John A. Wilson Building) — representative of the DC government
- National ideals inscribed on the façades of many federal buildings

- Activities such as public performing arts, recreational “stroll” events, destination visits, concerts, street fairs, and events at the Canadian Embassy
- Unique fountains, paving materials, and streetlight fixtures (Washington globe lights with eagle finials) that contribute a sense of place
- Architectural diversity along the north side of the avenue that contrasts with the government buildings to the south
- Outdoor sidewalk cafés
- The National Archives — an icon of American history and repository of culture and remembrance
- Embassy of Canada
- Newseum
- National Gallery of Art, East and West Buildings

THE NPS 2014 MANAGEMENT PLAN

The intent of this NPS management plan is to simplify management and to manage collaboratively so that it will be easier to achieve the goal of Pennsylvania Avenue as a grand ceremonial boulevard — America’s “Main Street” — a colorful, lively urban street environment, and a historic district. To do this, NPS recommends a collaborative process to examine and update, amend, or replace the 1996 MOA and the 1974 PADC *Pennsylvania Avenue Plan*, with an emphasis on collaborative management and the addition of DC and others with jurisdiction as MOA signing parties.

The MOA signatories will constitute a steering committee that will meet regularly to resolve problems and provide overall guidance. Also, working groups will be established to look at specific issues. Public realm design guidelines would be assessed and updated to address new needs in a unified manner; to establish a process to evaluate streetscape furnishings, sidewalks, lighting, and street trees; and to focus on ensuring that the avenue is maintainable and sustainable.

NPS will engage a single operations partner, such as the DowntownDC Business Improvement District (BID), to oversee day-to-day maintenance and programming for the NHS, but MOA signatories will retain final authority over all actions on lands under their jurisdiction. Limited transfers of jurisdiction over lands related to the National Archives and Records Administration (NARA) and the National Gallery of Art (NGA) will be concluded. Addi-

tional transfers of jurisdiction for the sidewalks and other areas could be made to DC or other agencies if that would better achieve 1974 PADC *Pennsylvania Avenue Plan* objectives; any such transfers would be subject to additional compliance.

NPS is preparing a cultural landscape inventory to evaluate PADC elements.

Federal regulations related to Inaugural Parades will be periodically updated to accommodate changes on Pennsylvania Avenue.

Table 1 describes current conditions along Pennsylvania Avenue and presents the NPS management plan actions to address problems and concerns, and to take advantage of opportunities. The plan is presented in a matrix format to allow progress on each action to be tracked in terms of accomplishing PADC *Pennsylvania Avenue Plan* objectives and responsibilities, as well as complementary actions identified in the planning initiative being led by NCPC.

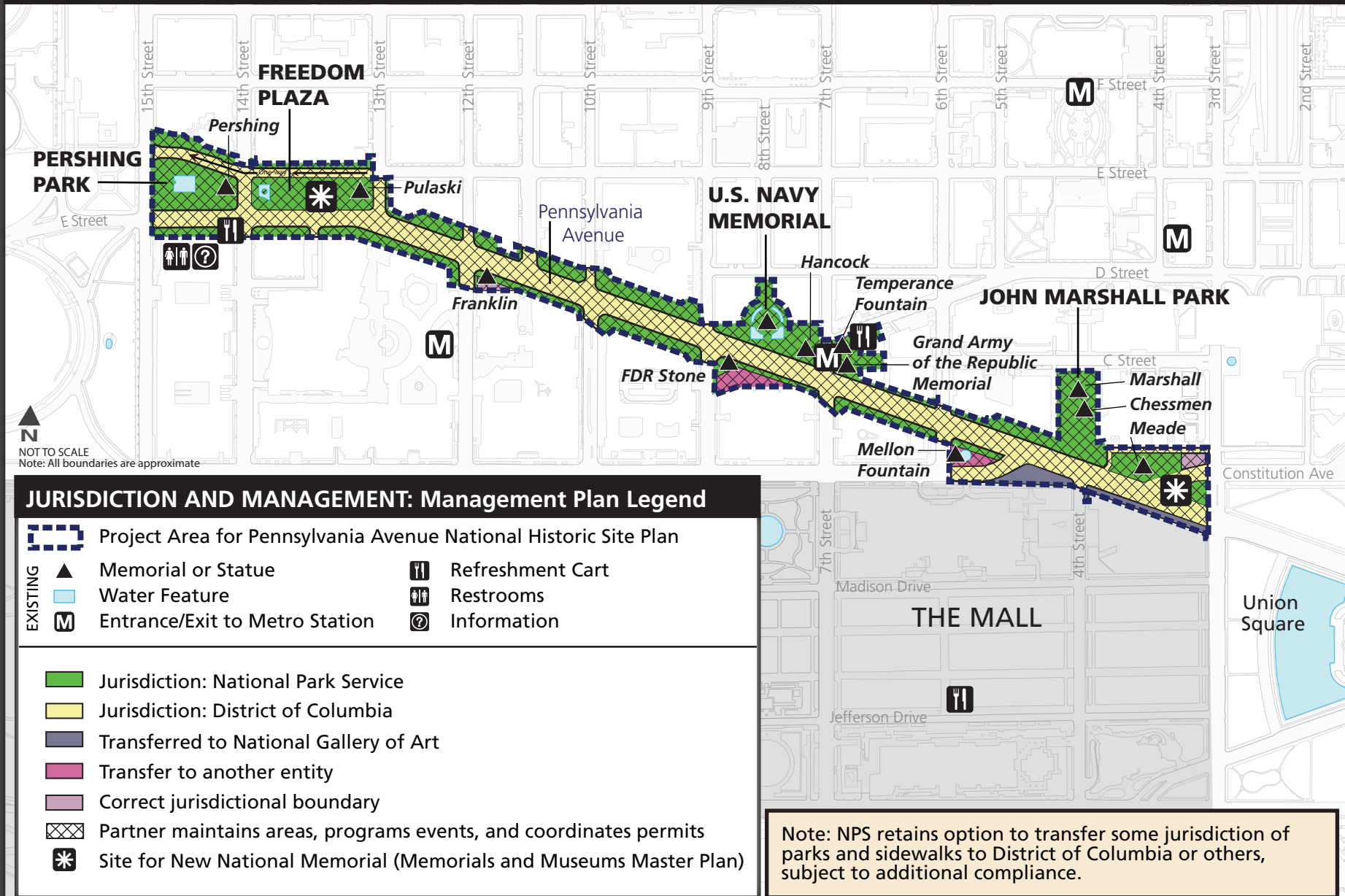
Table 2 lists the objectives in the 1974 PADC plan and shows how well they are being met under current conditions as well as under the NPS management plan. NPS has also proposed additional objectives that could complement the original PADC objectives (see Table 1, row 2.2; page 14). These proposed objectives will be explored during collaborative planning for the PADC area. How well these additional objectives would be achieved under a collaborative management approach is defined in Table 3.

JURISDICTION AND MANAGEMENT: Collaborative Management Partnership Across Jurisdictions *Management Plan*

Pennsylvania Avenue National Historic Site Plan

United States Department of the Interior • National Park Service • Denver Service Center • April 2014

THE WHITE HOUSE



U.S. CAPITOL

TABLE 1: PENNSYLVANIA AVENUE NHS MANAGEMENT PLAN

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TOPIC OR AREA	MANAGEMENT APPROACH: COLLABORATIVE MANAGEMENT ACROSS MULTIPLE JURISDICTIONS	IMPLEMENTATION
GENERAL ACTIONS		
1. CONCEPT	<p><i>Problems and Concerns (Existing Conditions):</i> Pennsylvania Avenue is a planned, grand ceremonial boulevard that was rehabilitated and unified by the PADC in the latter half of the 20th century to present a cohesive designed streetscape character. Pennsylvania Avenue was to be America's "Main Street." Planning goals from the 1960s to 1974 were for the avenue to be a vital, symbolic, ceremonial way; a wide national avenue that is pleasant for pedestrians and vehicles, with a unified streetscape design and links to the city.</p> <p>Pennsylvania Avenue NHS embodies the historic plans and views conceived in the L'Enfant and McMillan Plans, physically illustrating for visitors the avenue's history and offering educational opportunities about the three branches of government and the development of the federal city.</p> <p><i>Opportunities:</i> The designed historic avenue will remain a traditional site for Inaugural Parades, as well as civic activities, demonstrations, and national celebrations.</p>	
1.1 Plan Emphasis	<ul style="list-style-type: none"> • Pennsylvania Avenue will be a colorful, lively, urban boulevard that will showcase the nation's capital as a pleasurable, attractive city. • Pennsylvania Avenue will remain a nationally significant and culturally symbolic ceremonial grand avenue and America's "Main Street." • Space will be offered for additional commemoration, as well as diverse cultural and public activities. • Uses along the avenue will continue to include federal government, business, and residential. • Historic plans and views of the nation's capital will be showcased, with visitors learning about Pennsylvania Avenue's history, the three branches of government, and the development of the federal city. 	<ul style="list-style-type: none"> •
2. MANAGEMENT AND JURISDICTION	<p><i>Problems and Concerns (Existing Conditions):</i> The 1974 PADC <i>Pennsylvania Avenue Plan</i> was largely completed by 1996, when PADC duties and responsibilities were transferred by Congress to NPS, GSA, and NCPC. In accordance with the 1996 legislation, planning responsibility for Pennsylvania Avenue is shared by these three agencies. DC manages the Pennsylvania Avenue roadway from curb to curb, and NPS manages the parks, plazas, the majority of sidewalks, special lighting, trees, sculpture, and memorials. NPS and DC have different use and permit standards and requirements, which make it difficult to achieve the goal of a vibrant urban streetscape. DC allows vendors on the streets during festivals. NPS regulations do not allow temporary displays or the sale of art and crafts in some areas. Current NPS authorities limit the agency's ability to achieve the objectives of the 1974 <i>Pennsylvania Avenue Plan</i>, many of which are inconsistent with the NPS congressionally mandated mission.</p> <p>GSA, NPS, and NCPC signed an MOA in 1996 to ensure that future development and redevelopment of the Pennsylvania Avenue area would continue to comply with the 1974 <i>Pennsylvania Avenue Plan</i> and its objectives. DC, which was assigned responsibility by Congress to manage the roadway from curb to curb, was not included as a signer of the MOA, resulting in different management practices for the street and adjacent sidewalks and no procedural means to resolve discrepancies.</p> <p>There are both a federal Commemorative Works Act and a DC Commemorative Works Act.</p> <p><i>Opportunities:</i> The next generation of redevelopment is starting to occur along Pennsylvania Avenue. To preserve and enhance the special character of the avenue, there are many opportunities to simplify ownership patterns, management structure, and jurisdiction, as well as to improve partnerships to revitalize the avenue. For example, the MOA could be updated and expanded to include additional parties. Title to sidewalks and related areas could be transferred to other agencies, as allowed by public law (47 Stat. 161; 40 USC 8124); or a combination of methods could be used. For example, jurisdiction of a triangular piece of land west of 4th Street was recently transferred to NGA.</p>	

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	<p>The 1996 legislation gives NPS the authority (40 USC 6702(c)(3)) to establish a nonprofit foundation to solicit funds for the conduct of special events, festivals, concerts, or other art and cultural programs. Such a foundation might provide a precedent for also dealing with ongoing maintenance and rehabilitation.</p> <p>NCPC's 2001 <i>Memorials and Museums Master Plan</i> identifies several sites along Pennsylvania Avenue for additional commemoration, such as Freedom Plaza and the Constitution Avenue triangle at 3rd Street and Pennsylvania Avenue NW. Therefore, there is an opportunity to fulfill the goals of that plan and to activate additional spaces along Pennsylvania Avenue.</p>	
2.1 Goals and Objectives of the 1974 PADC <i>Pennsylvania Avenue Plan</i>	<ul style="list-style-type: none"> • Continue to cooperate with GSA on redevelopment and with NCPC to achieve the plan's goals and objectives. • Develop new management strategies to better achieve the plan's goals and objectives. 	<ul style="list-style-type: none"> • See Table 2 for 1974 PADC plan objectives and how well they are met.
2.2 Status of the 1996 MOA for the Pennsylvania Avenue PADC Area	<ul style="list-style-type: none"> • Evaluate and update, amend, or replace the 1996 MOA to redefine existing roles and adapt to changed circumstances. • Determine what actions require congressional approval. • Reassess objectives for Pennsylvania Avenue as part of an updated, amended, or replaced MOA. Revisions could include additional objectives such as: <ul style="list-style-type: none"> ◦ Introduce the best of today's planning concepts to ensure that Pennsylvania Avenue remains America's "Main Street" and that it functions as a vibrant "Complete Street," uniting downtown, stimulating street life, and remaining accessible to all. ◦ Manage the NHS collaboratively across multiple jurisdictions, including common planning, design, construction, and maintenance requirements, as well as review processes. ◦ Ensure consistency with the federal Commemorative Works Act and current approved plans, including NCPC plans. ◦ Evaluate how well PADC special streetscape components still meet today's needs, and revise or adopt new precinct design guidelines to address current needs, including federal security and streetscape furnishings. ◦ Facilitate permitting for construction, commercial activities, special events, cultural programs, Inaugural Parades, and other activities to simplify the processes and reduce public confusion. ◦ Develop consistent funding sources for operations as well as component renewal, rehabilitation, or redevelopment. 	<ul style="list-style-type: none"> • From May 2013 to April 2014 NPS, GSA, and NCPC have been jointly examining the need to replace the MOA. • See Table 3 for an assessment of how well these proposed objectives could be met.
MOA Signatory Parties	<ul style="list-style-type: none"> • All parties with jurisdiction: NPS, GSA, NCPC, NGA, NARA, and DC. • Develop a steering committee to oversee collaborative management efforts. 	<ul style="list-style-type: none"> • Beginning in March 2014, NPS helped prepared documents for more collaborative planning.
Primary Roles and Responsibilities of MOA Signatory Parties	<ul style="list-style-type: none"> • Use an updated, amended, or replaced MOA and work plan to further define roles and responsibilities. • Emphasize a collaborative, coordinated, and 	<ul style="list-style-type: none"> •

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	<p>holistic approach to the management of the NHS across jurisdictions.</p> <ul style="list-style-type: none"> • Prepare a work plan with a steering committee and identify working groups, consisting of MOA signatories and others as needed. • Through working groups identify specific needs and meet regularly to develop and approve processes to address collaborative management issues (including special streetscape character, project priorities and lead agencies, and land transfers), and to recommend improvements and updates. • See other sections for additional responsibilities. • Acknowledge that Pennsylvania Avenue NHS is subject to NCPC and CFA reviews and approvals regardless of jurisdiction. • Develop and follow approved special street guidelines. • Signatories retain final authority over all actions on lands under their jurisdiction. 	
<p><i>NPS (General types of roles and responsibilities that could be articulated in an updated or amended MOA and related work plan)</i></p> <p><i>GSA (General types of roles and responsibilities that could be articulated in an updated or amended MOA and related work plan)</i></p>	<ul style="list-style-type: none"> • Develop a partnership agreement or use an operations partner (e.g., DowntownDC BID) to provide day-to-day maintenance, permit facilitation, and programming for sidewalks and parks. • Participate in working groups to address management issues collaboratively within the NHS. • Provide technical or contract expertise to the operations partner as needed. • Serve as lead federal office for planning, design, and construction of major projects and restorations within NPS jurisdiction areas or joint projects within the NHS. • Maintain PADC square guidelines, and update or develop new square guidelines as needed for redevelopment; manage federal facilities; amend plans and take through federal committees. • Provide temporary security and serve as contract office for planning, design and construction of appropriate perimeter security for federal facilities. • Allocate PADC funds according to authorized procedures. • Serve as lead federal office for planning, design and construction of GSA facilities, perimeter security for federal facilities, or joint projects. • Seek to gain authority to use GSA PADC funds for design guidelines and specific collaborative projects. • Participate in working groups to address management issues collaboratively within the NHS. 	<ul style="list-style-type: none"> • As a 1996 MOA signer, NPS is helping define tasks for the following work groups: governance, operations and maintenance, activation, and planning and design (2014). • As a 1996 MOA signer, GSA has been participating with NPS and NCPC in preparing for collaborative planning for the PADC area (May 2013–April 2014).

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<p>NCPC (General types of roles and responsibilities that could be articulated in an updated or amended MOA and related work plan)</p>	<ul style="list-style-type: none"> • Protect 1974 <i>Pennsylvania Avenue Plan</i> vision; approve square guideline updates; approve plans. • Implement actions related to Pennsylvania Avenue in the <i>Monumental Core Framework Plan</i> and the <i>Memorials and Museums Master Plan</i>. • Serve as lead agency for related collaborative planning to consider the larger 1974 PADC plan area. • Participate in working groups to jointly address identified issues and to reassess the Pennsylvania Avenue special streetscape or public space improvements for the avenue and all areas within the historic site. 	<ul style="list-style-type: none"> • As a 1996 MOA signer, NCPC has been participating with NPS and GSA in preparing for collaborative planning for the PADC area (May 2013–April 2014). • NCPC invited stakeholder participation in collaborative planning (April 2014).
<p>DC (General types of roles and responsibilities that could be articulated in an updated or amended MOA and related work plan)</p> <p>Other Federal Agencies / MOA Signatories (General types of roles and responsibilities in an updated or amended MOA and related work plan)</p>	<ul style="list-style-type: none"> • Participate in working groups to address management issues collaboratively within the NHS. • Work with the operations partner to facilitate permitting activities and to ensure coordination with sidewalk and park permits. • Serve as lead agency on some projects. • Other MOA signatories <ul style="list-style-type: none"> ◦ Participate in working groups as needed. ◦ Follow approved special street guidelines. ◦ Serve as lead agency on some projects. ◦ Follow review processes. ◦ Retain final authority over all actions on lands under each agency's jurisdiction. 	<ul style="list-style-type: none"> • •
<p>DowntownDC BID (General types of roles and responsibilities in an updated or amended MOA and related work plan)</p>	<ul style="list-style-type: none"> • Serve as operations partner to NPS. • Provide day-to-day maintenance and coordination of programming and activities along the avenue. • MOA signatories retain final authority over all actions on lands under their jurisdiction. • Refer final permit applications for demonstrations, national celebrations, or special events to either NPS or DC for approval, depending on the area's jurisdictional status. • Possibly serve as contract office for design and construction of streetscape improvements as recommended by the MOA steering committee. • Consider instituting a local assessment to generate funds for rehabilitation and to supplement ongoing maintenance by those with jurisdictional authority. • Provide expertise to working groups. 	<ul style="list-style-type: none"> •
<p>Local Businesses / Stakeholders (General types of roles and responsibilities in an updated or amended MOA and related work plan)</p>	<ul style="list-style-type: none"> • Support day-to-day maintenance goals as needed. • Follow approved streetscape guidelines. • Serve periodically on working groups as needed. 	<ul style="list-style-type: none"> •

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2.3 Jurisdiction	<ul style="list-style-type: none"> • Retain jurisdiction over NPS areas and limited transfer of jurisdiction to federal agencies (see below). • Continue DC jurisdiction of the roadway. • Transfer jurisdiction to agencies with site-specific relationships to optimize management efficiency: <ul style="list-style-type: none"> ◦ the area north of the National Archives building to NARA ◦ the Mellon Fountain to NGA • Retain future option to transfer jurisdiction of sidewalks and areas to DC or others if necessary to optimize management efficiency; such transfer subject to additional compliance. • If NPS jurisdiction is transferred to another agency, ensure that any transfer documents require priority use of the designated area for Inaugural Parades by the Presidential Inaugural Committee or the Armed Forces Inaugural Committee. 	<ul style="list-style-type: none"> • NPS will begin work on transfer documentation with NGA and NARA. Transfers will be reviewed by NCPC.
2.4 Public / Private Partnerships	<p><i>Problems and Concerns (Existing Conditions):</i> Existing partnerships include those with the DowntownDC BID for Safety and Maintenance Support (SAMS), with the Naval Heritage Center to coordinate programs at the U.S. Navy Memorial, and with the John Marshall Friends Group to support rehabilitation of that park area.</p> <p><i>Opportunities:</i> Partnerships are critical in helping NPS manage and improve Pennsylvania Avenue, and partnerships with outside organizations should be maintained and new partnerships encouraged.</p>	
Actions	<ul style="list-style-type: none"> • Develop an operational partnership with DowntownDC BID • Continue to work with a variety of partnerships to support the objectives of the 1974 PADC <i>Pennsylvania Avenue Plan</i>. 	<ul style="list-style-type: none"> •
2.5 Rehabilitation and Ongoing Maintenance Funding	<p><i>Problems and Concerns (Existing Conditions):</i> Rehabilitation, or component renewal, of Pennsylvania Avenue is needed. Project statements have been prepared, but fund sources and funding have not been identified. NAMA staff is not assigned to be solely dedicated to maintenance of the avenue.</p> <p><i>Opportunities:</i> A BID partner could create a special assessment district.</p>	
Actions (Examples of actions that could be called out in an updated or amended MOA)	<ul style="list-style-type: none"> • In collaborative planning led by NCPC, analyze funding needs for the NHS and the larger PADC area. • Budget for areas under NPS jurisdiction. • Through the operations partner, consider a local assessment to generate funds for rehabilitation and to supplement ongoing maintenance by those with jurisdictional authority. • As part of NPS support of the new management approach, continue to seek NPS funds for specific projects identified in or added to the NPS PMIS for Pennsylvania Avenue. 	<ul style="list-style-type: none"> •
2.6 Managing Future Commemorative Opportunities	<ul style="list-style-type: none"> • Adhere to the federal Commemorative Works Act. • Accommodate future commemoration in accordance with the NCPC <i>Museums and Memorials Master Plan</i> and the <i>Monumental Core Framework Plan</i>. 	<ul style="list-style-type: none"> •

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	<ul style="list-style-type: none"> • Ensure that the management of transferred properties is consistent with the federal Commemorative Works Act, as well as the NCPC <i>Museums and Memorials Master Plan</i> and the <i>Monumental Core Framework Plan</i>. 	
3. CULTURAL RESOURCES		
3.1 Memorials	<p><i>Problems and Concerns (Existing Conditions):</i> Statues and park areas commemorate historic figures, events, and plans.</p> <p><i>Opportunities:</i> Commemorative works on federal land are subject to the Commemorative Works Act (40 USC Ch. 89); if lands were transferred to DC, the local commemorative works act would apply (DC Official Code 9-204.11). Other entities could assist NPS in preserving memorials and statues in accordance with the National Historic Preservation Act and the <i>Secretary of the Interior's Standards</i>. Options include ensuring preservation by a new managing agency, working with a new managing agency through an economy act agreement for continued NPS preservation of memorials, or retaining NPS memorial jurisdiction and preservation responsibility even if lands (settings) were transferred to others.</p>	
Actions	<ul style="list-style-type: none"> • Continue NPS responsibility to preserve existing memorials. • Develop conditions for how memorials transferred to other entities would be maintained and preserved in accordance with the NHPA and the <i>Secretary of the Interior's Standards</i>. • Follow the existing process for establishing new memorials, including review and approval processes. 	<ul style="list-style-type: none"> •
3.2 Views and Vistas	<p><i>Problems and Concerns (Existing Conditions):</i> The view between the White House and the Capitol was lost in the mid 1800s, and the visual connection between these two icons is not realized.</p> <p><i>Opportunities:</i> Primary east-west vistas and several north-south views along Pennsylvania Avenue NHS are perpetuated and protected. The vista toward the U.S. Capitol dominates the avenue. Vistas from Pennsylvania Avenue to destinations north at 4th and 8th Streets, along Indiana Avenue, and destinations south of Constitution Avenue at 6th and 10th Streets can be enhanced.</p>	
Actions	<ul style="list-style-type: none"> • Retain the historic visual character of Pennsylvania Avenue. • Emphasize planned views to the U.S. Capitol and along other roads and avenues. • Interpret the original visual goals for the avenue. 	<ul style="list-style-type: none"> •
3.3 Historic Plans, Districts, and Buildings	<p><i>Problems and Concerns (Existing Conditions):</i> Historic plans, such as the L'Enfant and McMillan Plans, each contributed to the unique character of Pennsylvania Avenue. The federal reservations along the avenue defining the road and the city layout date to the L'Enfant Plan, while specific memorials or park areas were the result of the McMillan Plan and subsequent efforts. However, Pershing Park and Freedom Plaza once again changed the planned views that L'Enfant envisioned along Pennsylvania Avenue to the Capitol (the location of the Treasury Building first interrupted the planned view between the White House and the Capitol in the 1840s).</p> <p>The area managed as Pennsylvania Avenue NHS differs from the area targeted for redevelopment by PADC, as does the historic district nominated to the National Historic Preservation Act in 2008. In 1996 the Pennsylvania Avenue National Historic Park was transferred to NPS. In order to make the title consistent with NPS conventions, the name was changed to Pennsylvania Avenue NHS in 2008. However, the Pennsylvania Avenue NHS District established in 1965 has very different boundaries than the Pennsylvania Avenue areas transferred to NPS in 1996.</p>	

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Actions	<p><i>Opportunities:</i> Historic plans for Pennsylvania Avenue are respected. Cultural resources are managed to be compatible with the intent of historic plans. Through physical design changes to the avenue, there are opportunities to better interpret its original, historic design intentions, as well as to enhance the visual connections between the White House and the U.S. Capitol that were a central part of these historic plans. There are opportunities to reduce potential confusion because two different sites have the same name.</p> <ul style="list-style-type: none"> • Emphasize Pennsylvania Avenue as the planned physical connection between the White House and the U.S. Capitol. • Heavily interpret the original 1791 visual and physical design goals for the avenue. • Clearly Identify historic buildings and districts to the public. • Reduce confusion by differentiating the national historic district from the NHS. • See actions for individual areas. 	<ul style="list-style-type: none"> •
4. THE CIVIC STAGE: DEMONSTRATIONS, NATIONAL CELEBRATIONS, AND SPECIAL EVENTS		
4.1 Permitting Activities	<p><i>Problems and Concerns (Existing Conditions):</i> Applicants for permits may be confused about requirements and where to get permits for demonstrations, national celebrations, special events, and commercial filming. Multiple permits may be required. Congress does not allow agencies to re-delegate their permitting authority to nonprofit public private entities because it would violate the “unlawful delegation doctrine.” The court system has noted that delegations by federal agencies to private partners are “valid so long as the federal agency or official retains final reviewing authority.”</p> <p><i>Opportunities:</i> The 1996 legislation gives NPS authority (40 USC 6702(c)(3)) to establish a nonprofit foundation to solicit funds for the conduct of special events, festivals, concerts, or other art and cultural programs.</p> <p>Actions</p> <ul style="list-style-type: none"> • Delegate to the operations partner responsibility for coordinating scheduling within the NHS to activate the avenue. • Describe the partner role in permitting in an updated or amended MOA as well as partner agreements; NPS and DC retain final permit reviewing authority. • Through the partner facilitate providing permit requirements and permit office locations; applicants referred to either NPS or DC as appropriate. 	<ul style="list-style-type: none"> •
4.2 First Amendment Demonstrations	<p><i>Problems and Concerns (Existing Conditions):</i> Demonstrations occur along the avenue, and several areas are used for staging events. The DC Metropolitan Police Department issues permits for First Amendment demonstrations taking place on the avenue and in other areas of the city under DC jurisdiction.</p> <p><i>Opportunities:</i> A primary, fundamental value of Pennsylvania Avenue will always be its role as a venue for First Amendment demonstrations. First Amendment demonstrations will continue to be permitted along Pennsylvania Avenue consistent with federal regulations, or consistent with DC law if sidewalk areas were transferred to the city.</p> <p>Actions</p> <ul style="list-style-type: none"> • On federal parkland continue to permit First Amendment demonstrations on a first-come, first-served basis at available spaces, in accordance with 36 CFR 7.96. • Coordinate permitting of all activities along the avenue through the operations partner, with the partner referring any permit requests to either NPS or DC for approval, depending on the area’s jurisdictional status. 	<ul style="list-style-type: none"> •

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4.3 Inaugural Parades and Other Ceremonial Functions	<p><i>Problems and Concerns (Existing Conditions):</i> Pennsylvania Avenue is the traditional location for Inaugural Parades, as well as for other parades, state funeral processions, and other official functions. During inaugural events, seating, security checkpoints, and media stands are set up along the avenue, requiring that all signals and lights be removed from the roadway and sidewalks. NPS and DC coordinate permits and inaugural activities with many others. Regulations at 36 CFR 7.96 define and map areas for different uses.</p> <p><i>Opportunities:</i> A primary purpose of Pennsylvania Avenue is to maintain and use the avenue as a ceremonial avenue in a manner consistent with the L'Enfant Plan. Therefore, this function will remain protected.</p>	
Actions	<ul style="list-style-type: none"> • Continue to use Pennsylvania Avenue as the site for Inaugural Parades, subject to either NPS regulations or DC law, depending on the area's jurisdictional status. • Coordinate permitting for inaugural activities and ceremonies along the avenue subject to either NPS regulations or DC law, with the operations partner referring permit requests for inaugural activities and ceremonies to either NPS or DC, depending on the area's jurisdictional status. • Update the 2008 inaugural permitting regulations as needed in response to redevelopment along the avenue. • Ensure that any transfer of jurisdiction would include conditions to incorporate existing or updated Inaugural Parade regulations. 	<ul style="list-style-type: none"> •
4.4 Events and Community Activities	<p><i>Problems and Concerns (Existing Conditions):</i> Urban programs such as art fairs and street fairs have been authorized through NPS partnerships. The DC Mayor's Special Events Task Force works on events on the avenue; permits are issued through the Homeland Security and Emergency Management Agency (HSEMA). Freedom Plaza is used for various events, but the lack of shade makes it uncomfortable to be there during the summer. John Marshall Park is used for some event staging. In addition, street closures for special events affect businesses and buildings fronting Pennsylvania Avenue as well as local residents.</p> <p><i>Opportunities:</i> Special events are managed to sustain the health of park resources, to balance the desires of all users, and to ensure a safe environment. Venues and facilities for demonstrations and special events are provided that are compatible with the historic significance of Pennsylvania Avenue, that enhance the experiences of users, and that accommodate operations efficiently and effectively with minimal impacts on nationally significant resources. Permit and event processes are simplified for event planners. There are opportunities to better coordinate events and activities to encourage a more community-oriented streetscape. The 1996 legislation gives NPS the authority (40 USC 6702(c)(3)) to establish a nonprofit foundation to solicit funds for the conduct of special events, festivals, concerts, or other art and cultural programs.</p>	
Actions	<ul style="list-style-type: none"> • Delegate to the operations partner, such as the DowntownDC BID, authority to work with others to fund special events, festivals, concerts, or other art and cultural programs along Pennsylvania Avenue. • Make adjustments to the physical design and furnishings of certain areas to encourage more activities and visitor use. 	<ul style="list-style-type: none"> •

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	<ul style="list-style-type: none"> • Increase education about potential conflicts. 	
6. URBAN DESIGN CHARACTER / SPECIAL STREET GUIDELINES		
6.1 Special Street Guidelines	<p><i>Problems and Concerns (Existing Conditions):</i> “Special Street Guidelines” were developed for Pennsylvania Avenue by PADC, including a custom suite of special street furnishings. Furnishings are generally unified and contribute to the park character, which reflects the 1970s; some furnishings, however, have been difficult to maintain. Additional features, such as seating, trash and recycling containers, and bins for dog waste collection, are needed. The <i>Streetscape Manual</i> defines light fixtures for the avenue, which includes pedestrian lighting, wall and ground lighting, street and highway lighting, and building lighting. Historic, modern, and utilitarian fixtures are used along the avenue.</p> <p>Various agencies are installing perimeter security measures around certain government buildings, particularly in the Federal Triangle. However, the planning and design of interim features is not coordinated along the avenue, and perimeter security will necessitate a reassessment of street furnishings. A lack of a consistent design language has the potential to detract from the overall character of Pennsylvania Avenue. In 2012 GSA and NCPC released a draft “Federal Triangle Precinct Security Study” to coordinate a collaborative approach toward security and public realm design.</p> <p>Extremely wide and often shaded sidewalks provide a pleasant atmosphere. However, custom paving materials are hard to acquire, making repairs difficult. Commercial uses occur on sidewalks, and in most areas the sidewalks are very wide, so this use does not create problems. In a few areas, clear and safe pedestrian access is more constricted by café tables and other street furnishings. Two concession contracts for food vending on Pennsylvania Avenue are managed by NPS.</p> <p>Street trees, primarily willow oaks, define the avenue’s visual character and experience. There are several locations where trees have been removed but a stump remains. In addition, tree health varies, and some tree grates are now too small for trees that have grown substantially bigger since installation, and tree trunks may have grown into grates. Many grates have been removed.</p> <p>Street paving, bike lanes, and crosswalks are not coordinated with guidelines because the city is not part of the MOA.</p> <p><i>Opportunities:</i> This plan offers the opportunity to update custom streetscape furnishings to meet changing needs and to stay current while honoring the PADC intent. Furnishings should be of high quality and reflect a compatible and enduring character. The aesthetics of lighting character, color, and façade lighting along the avenue could be revisited to ensure a consistent character for lighting and maintenance. Special street guidelines could also address topics covered under “Access and Circulation” (see row 5), plus other topics that may be identified in the future. Consistent paving would unify the streetscape character. This plan could help encourage unencumbered pedestrian use of the sidewalks at critical locations. This plan also offers NPS the opportunity to further encourage commercial vendors, who use certain spaces along the avenue and provide needed food services to visitors. Tree conditions along the avenue should be improved, and natural resources (trees, vegetation, and soils) should be improved to be part of a sustainable urban ecosystem.</p>	
Actions	<ul style="list-style-type: none"> • Update the special street guidelines for furnishings through a collaborative interagency working group led by NCPC. • Work with the Federal Triangle security committee to coordinate security design at a precinct scale. 	<ul style="list-style-type: none"> • NPS has funded a cultural landscape inventory to examine the PADC streetscape (2013). • NPS, GSA, and NCPC to cooperatively define issues for the PADC area in the planning and design working group (2014)
Lighting	<ul style="list-style-type: none"> • As a responsibility of an MOA collaborative working group, reevaluate the comprehensive lighting plan and the <i>Streetscape Manual</i> to consider ambience, façade lighting, public safety, surface and water feature lighting, light color, improved energy efficiency, security, and night sky protection. 	<ul style="list-style-type: none"> •

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	<ul style="list-style-type: none"> • Ensure that new lighting plans do not detract from the prominence of the Capitol dome or other primary icons. • Give priority to lighting that would enhance historic vistas, memorials, and monuments. 	
<i>Streetscape Furnishings</i>	<ul style="list-style-type: none"> • As a responsibility of an MOA special street working group, develop a unified design palette and parameters for streetscape furnishings, while providing opportunities for variety. • Expand coordinated furnishings to include food carts, tables and chairs, seating, trash and recycling containers, dog waste collection, seasonal banners or flags, umbrellas or shade structures, and other needs as identified. • As a responsibility of the operations partner, consider seasonal floral displays or seasonal banners along the avenue. 	<ul style="list-style-type: none"> •
<i>Sidewalks and Amenities</i>	<ul style="list-style-type: none"> • As a responsibility of an MOA special street working group, develop a unified paving approach along both sides of Pennsylvania Avenue. Select materials that would be available for long periods of time and/or stockpile additional supplies of custom paving materials. • Explore the possible use of permeable paving systems where appropriate. • Maintain an obvious pedestrian route with a predetermined minimum width in areas with sidewalk cafés. • Update Inaugural Parade regulations as needed (see row 4.3). 	<ul style="list-style-type: none"> •
<i>Roadways</i>	<ul style="list-style-type: none"> • As a responsibility of an MOA special street working group, develop a fully coordinated design for street and related walks within the NHS. 	<ul style="list-style-type: none"> •
<i>Street Trees</i>	<ul style="list-style-type: none"> • As a responsibility of an MOA special street working group, develop a unified, cooperative maintenance and watering regime for trees along the avenue, including a long-term tree replacement strategy. • Maintain the tree grates, and replace or remove as needed. 	<ul style="list-style-type: none"> •
6.2 Commercial Streetscape Furnishings	<p><i>Problems and Concerns (Existing Conditions):</i> Sidewalk cafés use a wide variety of street furnishings, such as tables and chairs, umbrellas, fencing, and flower containers. No guidelines exist for the aesthetic character of such furnishings.</p> <p><i>Opportunities:</i> This plan could encourage the development of clear guidance on the character of commercial streetscape furnishings for the avenue.</p>	
Actions	<ul style="list-style-type: none"> • As a responsibility of a collaborative interagency working group, establish guidelines with a minimum standard for the quality of street furnishings, requiring context-sensitive furnishings; establish guidelines for the use of identifying graphics and logos on commercial street furnishings. 	<ul style="list-style-type: none"> •

TOPIC OR AREA	MANAGEMENT APPROACH: COLLABORATIVE MANAGEMENT ACROSS MULTIPLE JURISDICTIONS	IMPLEMENTATION
6.3 Print Media Distribution Boxes	<p><i>Problems and Concerns (Existing Conditions):</i> Many different styles of vending or free print media boxes are scattered along the avenue. Approved areas were identified during PADC planning and in related agreements.</p> <p><i>Opportunities:</i> An opportunity exists to encourage consistency in terms of the appearance and location of print media boxes, helping to decrease visual clutter and improve visual appeal.</p>	
Actions	<ul style="list-style-type: none"> • Through a collaborative working group, develop context-appropriate, consistent print media distribution boxes coordinated with redesigned street furniture. • Consolidate print media box locations to reduce proliferation. 	<ul style="list-style-type: none"> •
7. VISITOR INFORMATION, EDUCATION, AND ENJOYMENT		
7.1 Information and Orientation	<p><i>Problems and Concerns (Existing Conditions):</i> Orientation maps are provided inside Metro stations; however, comments to NPS reveal that visitors are not always aware that they are within Pennsylvania Avenue NHS and do not understand its civic, historic, and symbolic role in our nation. (Also see row "5.1. Wayfinding" above.)</p> <p><i>Opportunities:</i> There is an opportunity to provide convenient, easy-to-understand visitor information in order to help visitors understand and appreciate the significance of Pennsylvania Avenue NHS.</p>	
Actions	<ul style="list-style-type: none"> • Continue mobile technology applications for Pennsylvania Avenue NHS. • Continue to coordinate and update the Federal Heritage Trail sign system through a collaborative working group. • Use BID "ambassadors," volunteers, and NPS rangers, to provide information, education, and orientation. • Supplement the Federal Triangle Heritage Trail with a new component for Pennsylvania Avenue NHS, identifying the historic district and site as well as historic use and memorialization. 	<ul style="list-style-type: none"> •
7.2 Walking Tours	<p><i>Problems and Concerns (Existing Conditions):</i> Walking tours are provided seasonally by NPS and by commercial and historic groups.</p> <p><i>Opportunities:</i> NPS and others have an opportunity to further develop and enhance interactive interpretation to help publicize the civic role that Pennsylvania Avenue has for the nation.</p>	
Actions	<ul style="list-style-type: none"> • Continue to support a variety of walking tours on Pennsylvania Avenue. 	<ul style="list-style-type: none"> •
7.3 Public Art	<p><i>Problems and Concerns (Existing Conditions):</i> All permanent art along the avenue is commemorative in nature. Additional locations for public art have been identified. (Also see row "4.4. Events and Community Activities.")</p> <p><i>Opportunities:</i> Additional public art along Pennsylvania Avenue could help refurbish certain spaces, improve visual appeal, and/or provide increased opportunities for commemoration.</p>	
Actions	<ul style="list-style-type: none"> • Support permanent and temporary works of noncommemorative public art, seasonal banners, and other exhibitions. (Commemorative art is addressed in row 3.1.) 	<ul style="list-style-type: none"> •
7.4 Skateboarding	<p><i>Problems and Concerns (Existing Conditions):</i> Skateboarding damages stonework, walls, steps, and sculpture in some areas and presents a persistent law enforcement and management challenge. Damaged areas include stone facing on memorials, benches, and other surfaces. Moreover, popular websites advertise the attractiveness of these areas for skateboarding, which indicates the large scope of this challenge.</p> <p><i>Opportunities:</i> Opportunities exist to comprehensively address skateboarding along the avenue in ways that both protect cultural resources, as well as acknowledge skateboarders</p>	

TOPIC OR AREA	MANAGEMENT APPROACH: COLLABORATIVE MANAGEMENT ACROSS MULTIPLE JURISDICTIONS	IMPLEMENTATION
	as a user group that must be considered. The District recently opened a skateboard park at RFK Stadium, and it is capable of hosting competitions.	
Actions	<ul style="list-style-type: none"> Discourage skateboarding through education and law enforcement. In park areas attach skateboard stop devices to many walls and features to protect cultural resources. Encourage the development of a nearby skateboard park in a highly visible location on or off the avenue that would provide a challenging alternative recreational venue and where this type of use would be legally allowed and encouraged. In park areas replace and maintain "No Skateboarding" signs that have been vandalized. 	<ul style="list-style-type: none">
8. VISITOR FACILITIES AND SERVICES		
8.1 NPS Visitor Facilities	<p><i>Problems and Concerns (Existing Conditions):</i> Gardenesque and small-scale NPS facilities have only been provided in Pershing Park. No other NPS visitor facilities exist along the avenue, which affects visitor experiences and discourages extended visits to certain locations.</p> <p><i>Opportunities:</i> More visitor facilities that are accessible, sustainable, and easy to maintain could be provided along the avenue.</p>	
Actions	<ul style="list-style-type: none"> Assess NPS facilities as needed; maintain visitor facilities through the operations partner, or arrange agreements to provide facilities in adjacent buildings. Assess the need for additional facilities or children's playgrounds through collaborative planning led by NCPC. Ensure that visitor facilities are sensitive to the historic, urban character. 	<ul style="list-style-type: none">
8.2 Sidewalk Cafés	<p><i>Problems and Concerns (Existing Conditions):</i> Sidewalk cafés have been permitted or authorized in agreements or easements, some of which were initiated by PADC.</p> <p><i>Opportunities:</i> More cafés have been desired by businesses along the avenue.</p>	
Actions	<ul style="list-style-type: none"> Support additional sidewalk cafés (permitting coordinated with DC by the operations partner). Address café-related issues through collaborative planning led by NCPC. 	<ul style="list-style-type: none">
9. HEALTH, PUBLIC SAFETY, AND SECURITY		
9.1 Lighting Levels	<p><i>Problems and Concerns (Existing Conditions):</i> The <i>Streetscape Manual</i> defines the types of lighting for the avenue. Comments to NPS indicate that low levels of lighting along the avenue are not pedestrian friendly. This perception of an unsafe nighttime environment discourages a more active nighttime streetscape. (Also see row "6.1. Special Street Guidelines.")</p> <p><i>Opportunities:</i> To improve pedestrian safety and encourage active nighttime use of Pennsylvania Avenue, lighting could be increased and improved in certain locations.</p>	
Actions	<ul style="list-style-type: none"> Reevaluate the comprehensive lighting plan and the <i>Streetscape Manual</i> and update as needed to address safety, ground surface lighting, and security, as well as energy efficiency and night sky issues. Ensure that new lighting plans do not detract from the prominence of the Capitol dome and 	<ul style="list-style-type: none">

TOPIC OR AREA	MANAGEMENT APPROACH: COLLABORATIVE MANAGEMENT ACROSS MULTIPLE JURISDICTIONS	IMPLEMENTATION
	<p>other icons (see also row 6.1).</p> <ul style="list-style-type: none"> • Increase lighting lumen levels at key park areas to activate spaces at night, improve public safety, and encourage lively nighttime events and activities. • Increase lighting lumen levels at street crossings and other areas to create a safer streetscape environment. 	
<p>9.2 Dog Waste</p> <p>Actions</p>	<p><i>Problems and Concerns (Existing Conditions):</i> As residential use on and around Pennsylvania Avenue continues to increase, more space is needed for pets to relieve themselves and to address public health issues. Currently, pets relieve themselves in the same areas where preschool groups often play and where other residents and visitors recreate.</p> <p><i>Opportunities:</i> This planning opportunity provides the chance to determine how best to address dog waste on the avenue in ways that respect the special character of the avenue.</p> <ul style="list-style-type: none"> • Provide dog waste containers in park areas and along sidewalks in strategic locations. • Use educational signage to encourage dog walkers not to use grass areas used by children. • Explore collecting dog waste separately from other solid waste. • Through a collaborative working group led by NCPC, explore the need for a dog park. • Work with the city to encourage developers and property owners along the avenue to provide dog areas within their own development, possibly on rooftops. 	<ul style="list-style-type: none"> •
10. OPERATIONS		
<p>10.1 Sustainability</p>	<p><i>Problems and Concerns (Existing Conditions):</i> Executive Order 13514 requires federal agencies to reduce greenhouse gas emissions, improve energy efficiency, increase the use of renewable energy sources, conserve water, reduce waste, support sustainable communities, and leverage federal purchasing power to promote environmentally responsible products and technologies. It requires federal agencies to reduce potable water consumption by 2% annually and by 26% by 2020. Other national and agency-specific guidance requires the consideration of sustainability issues as well. Currently, water features along Pennsylvania Avenue such as at Pershing Park and Freedom Plaza, use potable water and are in various stages of repair. Algae growth in some water features, such as at Pershing Park, creates water quality issues. Generally, energy efficient bulbs are already in place in lighting fixtures along the avenue, although many need replacing. Trash containers were designed by the PADC. Routine maintenance, along with regular emptying, is needed.</p> <p><i>Opportunities:</i> All maintenance and park operations should emphasize efficient, effective, and sustainable practices. By addressing sustainability along Pennsylvania Avenue, this plan could help NPS to satisfy Executive Order 13514, as well as NPS policy and program goals (such as Climate Friendly Parks), and to meet minimum LEED silver standards.</p>	
<p>Actions</p>	<ul style="list-style-type: none"> • Continue to use energy-efficient bulbs that are compatible with the historic scene. • Meet NPS energy-efficiency goals. • Increase sustainable transportation for park operations. • Repair or rehabilitate water features as needed to ensure efficiency. • Continue to address algae growth in designed water features. • Expand recycling at events. • Seek renewable energy sources for lighting and 	<ul style="list-style-type: none"> •

TOPIC OR AREA	MANAGEMENT APPROACH: COLLABORATIVE MANAGEMENT ACROSS MULTIPLE JURISDICTIONS	IMPLEMENTATION
	<p>water features under NPS management.</p> <ul style="list-style-type: none"> • Explore options to reduce potable water use in water features. • Strive to achieve the highest LEED standard practicable for NPS visitor facilities. • Seek renewable energy sources for lighting and water features • Implement recommendations from the Sustainable Sites Initiative™ in the redesign of public spaces. • Implement and encourage water wise landscaping. 	
10.2 Commercial Services	<p><i>Problems and Concerns (Existing Conditions):</i> Historic leasing, commercial use authorities, and concession contracts are all means by which NPS can manage commercial activities, but these means are not as flexible as what was desired by PADC or what can be provided through DC. Rights to commercial activities through easements were initiated by PADC and subsequently transferred to NPS.</p> <p><i>Opportunities:</i> This plan could identify a variety of ways to manage diverse commercial activities that would provide visitor services.</p>	
Actions	<ul style="list-style-type: none"> • As a responsibility of the operations partner, coordinate permitting and manage commercial opportunities along the avenue, such as additional sidewalk cafés, bike-sharing stations, flower stands, and commercial activities. 	<ul style="list-style-type: none"> •
10.3 Maintenance Standards	<p><i>Problems and Concerns (Existing Conditions):</i> No consistent maintenance standards have been developed for Pennsylvania Avenue, resulting in confusion among NPS, its partners, and other commercial tenants along the avenue.</p> <p><i>Opportunities:</i> Facilities should be consistently maintained to the desired standards of excellence. Coordinated maintenance standards would help create a unified, attractive streetscape that is appealing, accessible, and welcoming for all users.</p>	
Actions	<ul style="list-style-type: none"> • Maintain all sites to the highest quality standards, through the operations partner. • Identify maintenance standards through a collaborative working group. 	<ul style="list-style-type: none"> • Collaborative, multi-agency working group for operations and maintenance to set standards for the PADC area.
ACTIONS FOR SPECIFIC AREAS		
NOTE: Proposed actions for each area would need to be assessed individually when design and implementation were proposed.		
11. GEORGE MEADE MEMORIAL (MEADE PLAZA) AND CONSTITUTION AVENUE TRIANGLE	<p><i>Problems and Concerns (Existing Conditions):</i> This area is a largely paved site south of the U.S. District Court (Reservation 553), with few pedestrian amenities. Skateboarding has become an issue. Safe pedestrian movements in this area are a concern.</p> <p><i>Opportunities:</i> Pedestrian safety and circulation could be improved in this area, and current and future damage from skateboarding could be minimized. The triangle in the middle of the Pennsylvania Avenue / Constitution Avenue intersection (part of Reservation 553) has been identified as a site for a future national memorial and any future development would be in accordance with NCPC <i>Museums and Memorials Master Plan</i>, the <i>Monumental Core Framework Plan</i>, and the federal Commemorative Works Act.</p>	
Actions	<ul style="list-style-type: none"> • In conjunction with a collaborative working group: <ul style="list-style-type: none"> ◦ Consider an option to transfer this area to DC. ◦ Seek collaborative ways to minimize skateboarding damage. ◦ Work with the city to improve pedestrian and bicycling experiences. • In accordance with the <i>Memorials and Museums Master Plan</i>, accommodate a future 	<ul style="list-style-type: none"> •

TOPIC OR AREA	MANAGEMENT APPROACH: COLLABORATIVE MANAGEMENT ACROSS MULTIPLE JURISDICTIONS	IMPLEMENTATION
	national memorial site at Reservation 553; if needed, modify regulations to allow control during Inaugural Parades by the Armed Forces Inaugural Committee.	
12. NGA SIDE- WALKS (3RD TO 5TH STREETS) Actions	<p><i>Problems and Concerns (Existing Conditions):</i> Even though the sidewalks between 3rd and 5th Streets on Pennsylvania Avenue are within Pennsylvania Avenue NHS, they are under NGA jurisdiction. Sidewalks and streetscape furnishings were restored as part of the NGA restoration of the East Building. Jurisdiction of a portion of the area (west of 4th Street) was transferred to NGA in 2013 with conditions.</p> <p><i>Opportunities:</i> This area provides a role model for restoration projects.</p> <ul style="list-style-type: none"> As the special streetscape is reassessed, rehabilitate the sidewalks and streetscape as needed to conform to a unified design. Support redesigning the intersection at Pennsylvania and Constitution Avenues. 	<ul style="list-style-type: none"> NGA rehabilitated sidewalks and furnishings (2013).
13. JOHN MARSHALL PARK Actions	<p><i>Problems and Concerns (Existing Conditions):</i> The park is a multi-level area with a statue commemorating John Marshall, the longest serving Chief Justice of the United States (1801–1835). The park provides important secondary views from the National Mall to the National Building Museum. The area is not well visited by the general public, but it is used by homeless individuals.</p> <p><i>Opportunities:</i> Rehabilitation offers opportunities to improve the park and provide additional education about the judiciary to increase visitor appreciation, activate the site, and improve safety.</p> <ul style="list-style-type: none"> Support the rehabilitation of the park by a friends group to provide additional emphasis on the judiciary. Authorize food carts. Consider public restrooms, including those that are automated and self-cleaning. Site any facilities so they are not within north-south or Pennsylvania Avenue viewsheds and do not distract from commemorative features. Make facilities clearly visible to the public to reduce misuse. Continue to use the park for events and parade staging. 	<ul style="list-style-type: none">
14. MELLON FOUNTAIN Actions	<p><i>Problems and Concerns (Existing Conditions):</i> This memorial fountain honors Andrew Mellon for his philanthropic contributions that formed the basis for the National Gallery of Art. This park is a small, shady island triangle with some seating and grass. Shrubs screen some views of the U.S. Capitol and the Mellon Fountain. A triangular planting area with retaining walls is on the south side of the avenue north of the East Building and needs repairs.</p> <p><i>Opportunities:</i> Resource conditions, visual appeal, access, and circulation could all be improved at and near the site of the Mellon Fountain.</p> <ul style="list-style-type: none"> Transfer the Mellon Fountain to NGA, with conditions to ensure consistency with the NHS and special street guidelines, as well as Inaugural Parade regulations. Support displays of temporary public art by NGA. Encourage the elimination of parking on 6th Street, but retain a drop-off for the day-care center. 	<ul style="list-style-type: none"> NGA requested transfer (2013–14).

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TOPIC OR AREA	MANAGEMENT APPROACH: COLLABORATIVE MANAGEMENT ACROSS MULTIPLE JURISDICTIONS	IMPLEMENTATION
	facilitate efficient management. Continue to accommodate Inaugural Parade facilities, bleachers, and media area. <ul style="list-style-type: none"> • Retain an option to transfer the sidewalk to DC except the section related to NARA, or develop maintenance agreements for the area. 	
18. BENJAMIN FRANKLIN PLAZA (OLD POST OFFICE FRONTAGE)	<i>Problems and Concerns (Existing Conditions):</i> The Benjamin Franklin Plaza is at 12th and Pennsylvania Avenue, on the southeast corner in front of the Old Post Office building. The front access to the Old Post Office is not welcoming, although the paving is unique. Lack of shade is a problem in the summer. NPS recently transferred jurisdiction of the plaza and walks to GSA. <i>Opportunities:</i> New approaches to improve visitor experiences could be explored. GSA has accepted a proposal for the redevelopment of the building as a hotel, and sidewalk cafés are proposed.	
Actions	<ul style="list-style-type: none"> • Modify regulations for location of temporary bleachers for Inaugural Parades as needed. 	<ul style="list-style-type: none"> • Transferred to GSA (2014).
19. FREEDOM PLAZA	<i>Problems and Concerns (Existing Conditions):</i> Freedom Plaza (Reservation 33) is a raised urban paved landscape designed to accommodate demonstrations and special events and to commemorate the L'Enfant Plan, which is highlighted in the pavement with a map of the city and quotations about the nation's capital. A statue honoring Revolutionary War hero Casimir Pulaski is in the northeast corner. The plaza has been designated by NCPC as a future site for a nationally significant memorial. The plaza is in poor condition, the fountain at 14th Street is difficult to operate, glare and heat contribute to user discomfort during summer, and skateboarding has damaged the walls and steps. DC holds street festivals involving food and has different standards than NPS. <i>Opportunities:</i> Given current conditions and opportunities already identified by NCPC, Freedom Plaza could be redesigned in a more pedestrian friendly manner.	
Actions	<ul style="list-style-type: none"> • In the future redesign Freedom Plaza in a sustainable manner as a site for a nationally significant memorial; design to highlight and protect historic views, provide hospitality features, be pedestrian friendly, and deter skateboarding. Ensure the design would be sensitive to the nearby Wilson Building and compatible with city uses. • If required, move the Pulaski statue to another location. • Consider an optional transfer, with conditions, of Freedom Plaza to DC to facilitate efficient management. • Modify as needed regulations related to the location of Inaugural Parade facilities. 	<ul style="list-style-type: none"> •
20. PERSHING PARK	<i>Problems and Concerns (Existing Conditions):</i> Pershing Park is an urban oasis / World War I memorial that honors General John J. Pershing. The park also has a waterfall and pool. The park needs rehabilitation, and berms on the south and west sides hide the interior of the park from the street, creating safety and access concerns. Some park furnishings, such as concrete tables, are not compatible with the character of other Pennsylvania Avenue street furnishings. Water on sidewalks pools because of poor drainage. A refreshment stand, underground restrooms, and an ice rink are no longer operated because of aging facilities and poor condition of the HVAC and other systems. Ice skating is available at the nearby NGA Outdoor Sculpture Garden. Commercial art shows and seasonal ice-skate rentals were provided at one time at Pershing Park, but the space is small and constricted, making circulation difficult. Staff from local businesses, such as the Willard Hotel, have volunteered to assist in maintaining the grounds. A "World War I Memorial Act of 2014" bill was introduced in the 113th Congress in April 2014. Section 3 is titled, "Redesignation of Pershing Park in the District of Columbia as the	

TOPIC OR AREA	MANAGEMENT APPROACH: COLLABORATIVE MANAGEMENT ACROSS MULTIPLE JURISDICTIONS	IMPLEMENTATION
	<p>National World War I Memorial and Enhancement of Commemorative Work.”</p> <p><i>Opportunities:</i> Conditions at Pershing Park present great opportunities for improvement and to further enhance relationships with neighboring sidewalk cafés, as well as enhancing its function as a national memorial to World War I.</p>	
Actions	<ul style="list-style-type: none"> • Support congressional legislation to redesignate Pershing Park as the National World War I Memorial. • Rehabilitate the park to reestablish it as a pleasant oasis in the city; improve visual access to the site. Coordinate the rehabilitation with the redesign of Freedom Plaza. • Provide additional interpretation about World War I and General Pershing; strengthen the park’s identity as the National World War I Memorial in the capital city. • Develop stronger physical connections between commercial uses and across Pennsylvania Avenue North. • Consider additional floral displays. • Replace the concrete picnic tables with street furnishings compatible with updated special streetscape guidelines. • Modify as needed regulations related to the location of Inaugural Parade facilities. 	<ul style="list-style-type: none"> • Stakeholders have proposed a variety of partnerships for operations and to activate this area. NPS will encourage consistency through the PADC planning update (2014).

TABLE 2: HOW WELL THE NPS MANAGEMENT PLAN MEETS THE 1974 PADC PENNSYLVANIA AVENUE PLAN OBJECTIVES

NOTE: Among the objectives in the 1974 PADC *Pennsylvania Avenue Plan* are those that deal with residential and property development, market demand, business hardship, minority business opportunities, and tax base enhancement for the city. These types of objectives do not align with the NPS mission, nor can they be wholly addressed within the more limited NHS that was transferred to NPS in 1996. While NPS management of the NHS is supposed to be consistent with the 1974 PADC *Pennsylvania Avenue Plan*, the agency cannot achieve many of these objectives on its own, and others need to take the lead in their achievement, as indicated in this table. The objectives could be fully supported in a collaborative planning effort.

OBJECTIVE	CURRENT CONDITIONS	NPS MANAGEMENT PLAN
<p><i>Reinforce Pennsylvania Avenue's role as the physical and symbolic link between the White House and the U.S. Capitol.</i></p> <p><u>Responsible Agencies:</u> NPS and NCPC</p>	<p>Meets objective:</p> <ul style="list-style-type: none"> • Pennsylvania Avenue is recognized as America's Main Street, where Inaugural Parades, state funerals, First Amendment marches, and national celebrations occur. 	<p>Meets objective:</p> <ul style="list-style-type: none"> • Same as current conditions.
<p><i>Make Pennsylvania Avenue function as a bridge, not a barrier, between the federal core to the south and the city's downtown area to the north.</i></p> <p><u>Responsible Agencies:</u> NPS, NCPC, GSA</p>	<p>Meets objective:</p> <ul style="list-style-type: none"> • Objective accomplished by many PADC projects. As various pieces renewed in the future, north-south connections need to be maintained. • Approved NCPC <i>Monumental Core Framework Plan</i> supplements the PADC bridge / not barrier objective. 	<p>Meets objective:</p> <ul style="list-style-type: none"> • Similar to current conditions, except collaboration to ensure objective met as elements along the avenue are redeveloped.
<p><i>Transform the avenue into an attractive and pleasant place for residents and visitors alike.</i></p> <p><u>Responsible Agencies:</u> NPS, NCPC, GSA, and others (local businesses, DC)</p>	<p>Partially meets objective:</p> <ul style="list-style-type: none"> • PADC projects added new memorials and park areas to create a more attractive area. • NHS showing signs of aging, with some areas no longer as inviting and attractive, nor maintained so as to attract widespread use. 	<p>Meets objective:</p> <ul style="list-style-type: none"> • Rehabilitation projects emphasized and prioritized through more collaborative management and use of an operations partner to again make the avenue an attractive and pleasant place.
<p><i>Provide a mixture of commercial and cultural activities along the avenue that will attract a wide variety of people and stimulate street life.</i></p> <p><u>Responsible Agencies for Cultural Activities:</u> NPS, GSA, NGA, NARA, others</p>	<p>Partially meets objective:</p> <ul style="list-style-type: none"> • Variety of cultural facilities and opportunities provided along the avenue (historic buildings, memorial statues, White House visitor center, National Theatre, Reagan Building, U.S. Navy Memorial visitor center, NGA, Newseum). The Federal Triangle now offers a greater mix of federal, commercial, and cultural destinations. Opportunity for additional cultural attractions. 	<p>Meets objective:</p> <ul style="list-style-type: none"> • Increased variety of cultural opportunities.
<p><u>Responsible Agencies for Commercial Activities:</u> GSA, DC, businesses, NGA, NARA, others</p>	<p>Does not meet objective:</p> <ul style="list-style-type: none"> • Limited NPS ability to allow commercial activities on sidewalks to stimulate street life; city has no authority to permit commercial uses on sidewalks. 	<p>Meets objective:</p> <ul style="list-style-type: none"> • More opportunities for commercial activities by working with an operations partner to promote commercial activity and coordinate programming and activities.
<p><i>Bring people back to live along the avenue to keep the area alive after the workday and to support a greater variety of commercial activities.</i></p> <p><u>Responsible Agencies:</u> GSA, DC, and developers</p>	<p>Meets objective:</p> <ul style="list-style-type: none"> • Increased residential use resulted from PADC plan in Penn Quarter and at east end of the NHS. <p>Does not meet objective:</p> <ul style="list-style-type: none"> • NPS planning cannot achieve this objective. 	<p>Meets objective:</p> <ul style="list-style-type: none"> • Same as current conditions. <p>Does not meet objective:</p> <ul style="list-style-type: none"> • NPS planning cannot achieve this objective.
<p><i>Ensure that new buildings complement and enhance the</i></p>	<p>Meets objective:</p> <ul style="list-style-type: none"> • Historic buildings provide context. 	<p>Meets objective:</p> <ul style="list-style-type: none"> • Historic buildings provide context.

Table 2: How Well the NPS Management Plan Meets the 1974 PADC Pennsylvania Avenue Plan Objectives

OBJECTIVE	CURRENT CONDITIONS	NPS MANAGEMENT PLAN
<p><i>existing urban fabric while introducing the best contemporary architecture and planning to underutilized land.</i></p> <p><u>Responsible Agencies:</u> NCPC, GSA, CFA, and others</p>	<ul style="list-style-type: none"> PADC plans exemplified the best contemporary planning and design at that time. <p>Partially meets objectives:</p> <ul style="list-style-type: none"> Today's needs not addressed by yesterday's best contemporary design and planning; dated design guidelines. <p>Does not meet objective:</p> <ul style="list-style-type: none"> NPS planning cannot achieve this objective. 	<ul style="list-style-type: none"> Through greater collaboration the best of today's contemporary planning and design incorporated through vibrant "Complete Streets," which include green and sustainable practices. <p>Does not meet objective:</p> <ul style="list-style-type: none"> NPS planning cannot achieve this objective.
<p><i>Maintain a sense of historic continuity and evolution by preserving buildings representative of different eras and styles.</i></p> <p><u>Responsible Agencies:</u> NPS, GSA, NCPC, and others</p>	<p>Meets objective:</p> <ul style="list-style-type: none"> Historic resources (structures, statues, and squares) protected; different eras, styles represented. NPS funded cultural landscape inventory to assess the historic value of the modernist landscape (PADC streetscape being assessed in ongoing NPS cultural landscape inventory). 	<p>Meets objective:</p> <ul style="list-style-type: none"> Same as current conditions.
<p><i>Bring new economic life — jobs, shopping, and business opportunities — to the avenue, while reinforcing existing activity both on the avenue and in the adjacent downtown area.</i></p> <p><u>Responsible Agencies:</u> GSA, DC, businesses, and others</p>	<p>Meets objective:</p> <ul style="list-style-type: none"> Redevelopment periodically occurring along Pennsylvania Avenue; commercial and office space and businesses primarily a focus for GSA, NCPC, and DC, with limited NPS input. <p>Does not meet objective:</p> <ul style="list-style-type: none"> NPS planning cannot achieve this objective. 	<p>Meets objective:</p> <ul style="list-style-type: none"> Similar to current conditions, with additional stimulus by improving the urban public realm and accommodating more sidewalk commercial activities. <p>Does not meet objective:</p> <ul style="list-style-type: none"> NPS planning cannot achieve this objective.
<p><i>Reduce hardships to existing businesses by staging development carefully and by providing effective relocation benefits.</i></p> <p><u>Responsible Agencies:</u> GSA and DC</p>	<p>Meets objective:</p> <ul style="list-style-type: none"> Hardships reduced by the time PADC responsibilities transferred to NPS, GSA, and NCPC. With next round of redevelopment occurring, stronger focus for GSA and DC, with limited NPS input. <p>Does not meet objective:</p> <ul style="list-style-type: none"> NPS planning cannot achieve this objective. 	<p>Meets objective:</p> <ul style="list-style-type: none"> Same as current conditions. <p>Does not meet objective:</p> <ul style="list-style-type: none"> NPS planning cannot achieve this objective.
<p><i>Insure that minority businesses and workers have an opportunity to share in the benefits that will occur as a result of redevelopment.</i></p> <p><u>Responsible Agencies:</u> GSA and DC</p>	<p>Meets objective:</p> <ul style="list-style-type: none"> Achieved by the time PADC responsibilities transferred to NPS, GSA, and NCPC. With redevelopment, primary responsibility for GSA and DC. <p>Does not meet objective:</p> <ul style="list-style-type: none"> NPS planning cannot achieve this objective. 	<p>Meets objective:</p> <ul style="list-style-type: none"> Same as current conditions. <p>Does not meet objective:</p> <ul style="list-style-type: none"> NPS planning cannot achieve this objective.
<p><i>Enhance the city's tax base through more intensive use of land in this prime location.</i></p> <p><u>Responsible Agency:</u> DC</p>	<p>Meets objective:</p> <ul style="list-style-type: none"> Achieved by the time PADC responsibilities transferred to NPS, GSA, and NCPC. <p>Partially meets objective:</p> <ul style="list-style-type: none"> Possible negative effects on tax base over the last 20 years due to inadequate maintenance, gradual deterioration of furnishings and amenities. <p>Does not meet objective:</p> <ul style="list-style-type: none"> NPS planning cannot achieve this objective. 	<p>Meets objective:</p> <ul style="list-style-type: none"> City's tax base enhanced through focused collaboration to improve maintenance, furnishings, and amenities. <p>Does not meet objective:</p> <ul style="list-style-type: none"> NPS planning cannot achieve this objective.

OBJECTIVE	CURRENT CONDITIONS	NPS MANAGEMENT PLAN
<p><i>Structure an overall development program that can be implemented in a timely fashion consistent with overall market demand in the area.</i></p> <p>Responsible Agency: DC</p>	<p>Meets objective:</p> <ul style="list-style-type: none"> Overall development program provided by PADC adapted to meet current market demands. <p>Does not meet objective:</p> <ul style="list-style-type: none"> No coordinated planning for next round of nonfederal redevelopment. No coordination between NPS sidewalk management and management and redevelopment of adjacent properties. NPS planning cannot achieve this objective. 	<p>Meets objective:</p> <ul style="list-style-type: none"> Overall development program provided by PADC adapted to meet current market demands. Key parties brought together through collaborative management to address next round of redevelopment in a cohesive manner, including sidewalk uses by adjacent businesses, consistent with market demand. <p>Does not meet objective:</p> <ul style="list-style-type: none"> NPS planning cannot achieve this objective.

TABLE 3: HOW WELL NPS-PROPOSED OBJECTIVES COULD BE MET THROUGH COLLABORATIVE PLANNING

NOTE: The NPS management plan for Pennsylvania Avenue NHS suggests a range of collaborative planning efforts, as well as the need to update, amend, or replace the 1996 MOA, including revised or updated objectives that could affect NPS management within the NHS. The consideration of these objectives for the larger PADC area would take place as a result of increased collaborative planning led by NCPC.

NPS PROPOSED OBJECTIVE	CURRENT CONDITIONS	NPS MANAGEMENT PLAN
<p><i>Introduce the best of today's planning concepts to ensure that Pennsylvania Avenue remains America's "Main Street" and that it functions as a vibrant "Complete Street," uniting downtown neighborhoods and historic districts, stimulating street life, and remaining accessible to all.</i></p>	<p>Does not meet objective:</p> <ul style="list-style-type: none"> Best contemporary planning concepts, including need for sustainability and improved accessibility, not incorporated into management and redevelopment. 	<p>Meets objective:</p> <ul style="list-style-type: none"> Best contemporary planning concepts used for management and redevelopment. Pennsylvania Avenue managed as a Complete Street to improve access for all and to stimulate street life.
<p><i>Manage the NHS collaboratively across multiple jurisdictions, including common planning, design, construction, and maintenance requirements, as well as review processes.</i></p>	<p>Does not meet objective:</p> <ul style="list-style-type: none"> The NHS not managed collaboratively across jurisdictions, resulting in some confusion about requirements. Planning for public areas not coordinated between DC, federal agencies, and commissions. 	<p>Meets objective:</p> <ul style="list-style-type: none"> The NHS managed collaboratively across jurisdictions. Planning for public areas coordinated among MOA signers, with agency collaboration and commission reviews.
<p><i>Ensure consistency with the federal Commemorative Works Act and current approved plans, including NCPC plans.</i></p>	<p>Partially meets objective:</p> <ul style="list-style-type: none"> Federal development coordinated with NCPC <i>Framework Plan</i> and <i>Memorials and Museums Master Plan</i>. Federal commemorative standards applicable within the NHS, and DC commemorative standards within nonfederal areas. 	<p>Meets objective:</p> <ul style="list-style-type: none"> Consistency with federal commemorative standards and NCPC <i>Framework Plan</i> and <i>Memorials and Museums Master Plan</i> ensured through updated MOA and applicable throughout the NHS.
<p><i>Evaluate how well PADC special streetscape components still meet today's needs, and revise or adopt short- and long-term precinct design guidelines to address current needs, including federal security and streetscape furnishings.</i></p>	<p>Meets objective:</p> <ul style="list-style-type: none"> NPS is preparing a cultural landscape inventory to examine PADC streetscape elements and provide information for a streetscape assessment. <p>Partially meets objective:</p> <ul style="list-style-type: none"> General and square guidelines apply; but existence of special streetscape guidelines need to be verified (NCPC to research). Current standards based on 1992 	<p>Meets objective:</p> <ul style="list-style-type: none"> NPS is preparing a cultural landscape inventory to examine PADC streetscape elements and provide information for a streetscape assessment. General and square guidelines updated by GSA as needed for next round of redevelopment. Special street guidelines for Pennsylvania Avenue precinct revised and incorporated in new streetscape guidelines for the monumental core.

Table 3: How Well NPS-Proposed Objectives Could be Met through Collaborative Planning

NPS PROPOSED OBJECTIVE	CURRENT CONDITIONS	NPS MANAGEMENT PLAN
	<p><i>Streetscape Manual</i>, which is outdated and some elements no longer used.</p> <ul style="list-style-type: none"> Condition of furnishings assessed by NPS in 2006. 	<ul style="list-style-type: none"> Condition and need for streetscape elements assessed by a collaborative working group and new guidelines developed.
<p><i>Facilitate permitting for construction, commercial activities, special events, cultural programs, Inaugural Parades, and other activities to simplify the processes and reduce public confusion.</i></p>	<p>Partially meets objective:</p> <ul style="list-style-type: none"> Permits issued by NPS for areas under its jurisdiction, and by two DC offices for areas under its jurisdiction. While authorized by legislation to establish a nonprofit foundation to solicit funds for various programs, never implemented by NPS. <p>Does not meet objective:</p> <ul style="list-style-type: none"> Jurisdictional boundaries and permit issuers not clear to event organizers (three permits may be needed by event organizers for special events). 	<p>Meets objective:</p> <ul style="list-style-type: none"> Permits facilitated by NPS operations partner to reduce confusion; permits still issued by agencies with jurisdiction (by NPS for areas under its jurisdiction, and by two DC offices for areas under their jurisdiction). NPS operations partner authorized to solicit funds and put on programs.
<p><i>Develop short- and long-term funding sources for operations as well as component renewal, rehabilitation, or redevelopment.</i></p>	<p>Partially meets objective:</p> <ul style="list-style-type: none"> Maintenance staff funded by NPS. <p>Does not meet objective:</p> <ul style="list-style-type: none"> Insufficient funding to keep up with day-to-day maintenance, with much deferred maintenance and need for component renewal. 	<p>Meets objective:</p> <ul style="list-style-type: none"> Consider a special assessment established by DowntownDC BID for properties around the NHS. Funding for programming developed by nonprofit operations partner. Maintenance funds provided by NPS to operations partner per partnership agreement. Funding to maintain transferred areas responsibility of the agency with jurisdiction. Funding to maintain areas addressed by a maintenance agreement provided by the party seeking maintenance. <p>Partially meets objective:</p> <ul style="list-style-type: none"> Funding and project priority issues addressed collaboratively by a working group.

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As the nation's principal conservation agency, the Department of the Interior has the responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environment and cultural values of our national parks and historical places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

